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EXCERPT FROM:

EQUAL OPPORTUNITY FOR WOMEN IN ONTARIO:

A PLAN FOR ACTION

Secretariat for Social Development, June 1973.

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INTRODUCTION

Since the establishment of the Ontario Women's Bureau in 1963, the Ontario Government has been giving special consideration to the needs of women in the province. This concern has been stimulated recently by the Report of the Federal Government's Royal Commission on the Status of Women, released in 1970.

The Report has had the effect of heightening the self-awareness of women as a client group and of greatly increasing their expectations from government at all levels. Because many of the Commission's recommendations apply to matters that clearly or logically fall within the jurisdiction of the provinces,¹ they have aroused considerable interest in Ontario. Most prominent in seeking implementation of the recommendations have been large established organizations such as the Federation of Women Teachers' Associations of Ontario and the Business and Professional Women's Clubs, and a newer group, the Ontario Committee on the Status of Women.

¹ A list of these selected recommendations is included as an appendix to this paper.



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Preface

At the request of the Premier of Ontario, in 1972 the Provincial Secretary for Social Development appointed an interministerial committee to review and analyze the federal Report of the Royal Commission on the Status of Women in Canada, as it relates to provincial jurisdiction. The Committee reported to Cabinet in February 1973, detailing its recommendations for implementation of specific aspects of the federal Report and proposing the creation of a structural mechanism to facilitate such action and to co-ordinate policies and programs aimed at women.

The Government agrees in principle with all the Committee's proposals and is prepared now to take positive action. An Equal Opportunity Program will be established for women in the Ontario Public Service, and a Coordinator of Women's Programs will be appointed to provide leadership and to monitor the implementation of the program. In addition, the Government is considering the adoption of a range of policies and programs designed to improve the status of women throughout the province. An Ontario Status of Women Council has been suggested which would be concerned with this broader area and would serve as a liaison between the Government and the people of Ontario.

By 1970, many of the policies, programs, and services for women recommended by the Royal Commission had already been brought into effect in Ontario. Particularly in the areas of labour legislation and provision of day care services, the Province anticipated the Report; and in the two years since its publication, a number of other recommendations have been implemented. In general, however, programs have not been directed towards women as a specific client group. Although an integrationist approach to the needs of women is desirable in the long run, it appears that at this point in time, policies and programs should be designed specially for women if there is to be any significant improvement in their status. Also, these policies and programs should be accorded a higher priority than they now have.

The Government believes that these requirements call for a cohesive policy structure for developing, coordinating, and implementing programs aimed at women in Ontario. Because the needs of women are constantly changing in terms of their nature and their priority ranking, this structure should be both sensitive to such changes and sufficiently flexible to accommodate them as soon as they can be identified.

The Province of Ontario is now considering a range of new and extended policies and programs for women. The discussion contained in the pages that follow focuses on present conditions and proposed improvements for the involvement of women in specific areas of our economy and our society. The paper concludes with a description of two structures: one is designed to implement programs for women in the Ontario Public Service; the second is a recommended mechanism for monitoring programs for women in the broader perspective of the province at large.

Paid Work: The Ontario Public Service

As well as improving the status of women workers in the province at large, the Government must look to bettering opportunities and work circumstances for the thousands of women whom it employs.

Pay

In certain female-dominated professions and occupations, the work performed appears to be undervalued in relation to male-dominated professions and occupations requiring similar degrees of skill and training. The pay differential results in part from the fact that an untapped reservoir of female workers exists, thereby depressing the market value of those who are employed, and in part from the traditional difference in expectations and options of women in the labour force as compared with men.

At present, salaries in the Ontario Public Service (OPS), as elsewhere, are determined largely by factors of supply and demand. The setting of salary ranges generally is based on comparison with similar positions in the private sector, though this is not always the case. Although the present system of determining pay scales is defensible in economic terms, consistent with its goal of broadening the concept of equal pay, the Ontario Government will consider taking into account the value of the work performed as well as market factors in setting OPS salaries. The Civil Service Commission will initiate a study of the implications of adjusting pay scales on the basis of work value.

Equality of Employment

Under an amendment to the Public Service Superannuation Act, all employment benefits, including survivor benefits, are the same for male and female contributors in the Ontario Public Service.

When an employee is on maternity leave, she is required to continue her contribution to the Superannuation Plan (6 per cent of her salary), and the Ontario Treasury pays its share of the premium as usual. She must, however, pay the full premium for hospital, medical, and life insurance, although these are normally subsidized in part by the Province. Keeping up these payments imposes financial hardship on some employees, since maternity leave is unpaid and only a partial income is available through unemployment insurance. To relieve the employee's financial burden over this period, the Pension Board will examine the possibility of providing for optional rather than compulsory contributions during maternity leave. The Ontario Government also will consider maintaining its contribution, as an employer, to hospital, medical, and life insurance plans during maternity leave.

Equality of Opportunity

Although almost all positions in the OPS are open to both sexes, there remains a subtle tendency towards sex-typing of occupations in favour of males. The OPS therefore will take special steps to increase the opportunities for women to occupy any positions for which they are qualified. Those who are responsible for the operation of recruitment and selection systems will be authorized to seek out female applicants when few are forthcoming (often because they are discouraged as a result of past experience), and a system of appropriate procedures will

be set up to make this possible. Government managers obviously will benefit from this enlargement of the talent pool. In addition, recruiting literature will be reviewed to ensure that women will be encouraged to apply for entry into all occupations and professions.

Within the OPS, a monitoring system will be instituted to ensure that female public servants of merit are fully eligible for promotion to positions not usually held by women.

The ratio of women to men in senior positions in the OPS is inordinately small. In June 1970, of all employees earning over \$10,000 per annum, only 8.83 per cent were female; of those earning over \$15,000 yearly, only 8.66 per cent were female; and of those earning over \$25,000 annually, only 4.9 per cent were female. This imbalance has not changed significantly in the intervening period.

Wherever feasible, potential rather than experience should be emphasized as a basis for appointment or promotion, since a woman's present classification may be the result of past discrimination. Also, volunteer experience, where relevant, should be taken into account in evaluation of the applicant's qualifications. This sometimes has been done in the past, but no formal system has been established for consideration of such experience. The Ontario Government is devising a new application form for the OPS, and a section will be included where the applicant can describe training and experience gained through voluntary work. Recruitment officers and selection panels will be asked to give full consideration to volunteer work, particularly in the case of female applicants, whose history of paid work is often short.

Use of Women's Skills and Abilities

At present, it is extremely difficult for secretaries in the OPS to move into other job classifications. Although they work in the area of administration, they seldom advance into administrative positions.

The Ontario Government will discontinue all personnel practices that have the effect of barring secretarial staff from advancement and will institute a "career ladder" in the OPS whereby secretaries may move up to administrative positions. In effect, this means adding managerial skills to their present capabilities. Appropriate training programs will be instituted by the Civil Service Commission; and in filling administrative positions, ministries will be expected to give full consideration to women with secretarial backgrounds.

In 1963, an administrative trainee program was set up in the OPS, but since that time, only 7 out of 49 trainees have been women. Although there appears to be no direct sex differential in the recruitment of trainees, the discrepancy suggests some source of inequality - perhaps the fact that recruiters favour graduates of M.B.A. and M.P.A. programs, the majority of whom are male. To correct this imbalance, recruiters will be asked to seek female candidates among M.A. and Ph.D. graduates, and goals will be established for increasing the proportion of female administrative trainees.

Women also have been poorly represented in OPS management training courses. The highest female participation has been at the lowest level, in the Supervisors' Course: from 1964 to 1972, of a total of 1,475, 311 were women.

The ratio of women to men in the middle and higher levels of management training drops radically: in the Middle Management Course, between 1965 and 1972, of a total of 698, only 36 were women; in the Senior Officers' Course, of a total of 311, only 5 were women.

The Ontario Government will set goals and devise methods for significantly increasing the number of women enrolled annually in management training courses in the OPS. If, despite these efforts, the number remains small or the rate of increase is insignificant, training programs will be reassessed with a view to real improvement. In any event, programs will be assessed annually so that some measure can be taken of their overall effectiveness.

Part-time employment has been identified as a valuable means of enabling women to use their skills and abilities in the labour market. At present, there is some use of part-time employees in the Ontario Public Service through the temporary help service, but this properly is classified as temporary full-time work rather than regular part-time employment.

Pay scales for part-time employees in the OPS are pro-rated on the same basis as pay scales for full-time employees performing the same work. They receive increases when there is an increase in their classification, but they do not receive merit increments as do full-time employees. Part-time employees may participate in all fringe benefit schemes except the Superannuation Plan.

Part-time work should include the possibility of career advancement and other benefits of full-time employment.

The Civil Service Commission and the Ministry of Government Services therefore will take steps to make it possible for part-time employees to receive merit increments and to move up within their pay classification scale on the same basis as full-time employees. Part-time employees also will be permitted to participate in the Superannuation Plan.

Crown Corporations and Agencies

All policies and programs adopted for employees of the Ontario Public Service will be implemented for employees of Crown Corporations and government agencies as well - that is, for all public servants in Ontario.

PART TWO: STRUCTURES FOR
POLICY IMPLEMENTATION

AN EQUAL OPPORTUNITY PROGRAM FOR WOMEN IN THE OPS

The Ontario Government recognizes the need to implement further the recommendations of the federal Royal Commission on the Status of Women. As a first positive step in this direction, an Equal Opportunity Program will be established to improve the status of women in the Ontario Public Service.

The Ontario Cabinet will issue a directive to all secretariats, ministries, Crown Corporations, and government agencies, enunciating a government policy of equal opportunity for women employed in the OPS and announcing a new structure for implementing the program.

This Cabinet directive will be distributed throughout the OPS, in particular to all persons concerned with hiring or promotion, from deputy minister to line supervisor.

Deputy ministers will assume responsibility for implementing the Equal Opportunity Program within their own ministries, and will assign specific staff functions for carrying it out.

To provide leadership and to coordinate programs within the ministries and agencies, the Management Board of Cabinet will create a senior position to be designated Coordinator of Women's Programs. This officer will have special responsibilities within the Civil Service Commission as well: to sensitize recruitment and training processes with regard to the potential of women; to oversee recruitment literature to ensure that it is free of sex

stereotypes; to publicize equal opportunity for women within the OPS; to facilitate career counselling for female employees; to remove barriers to career advancement for clerical staff; and to meet other special needs.

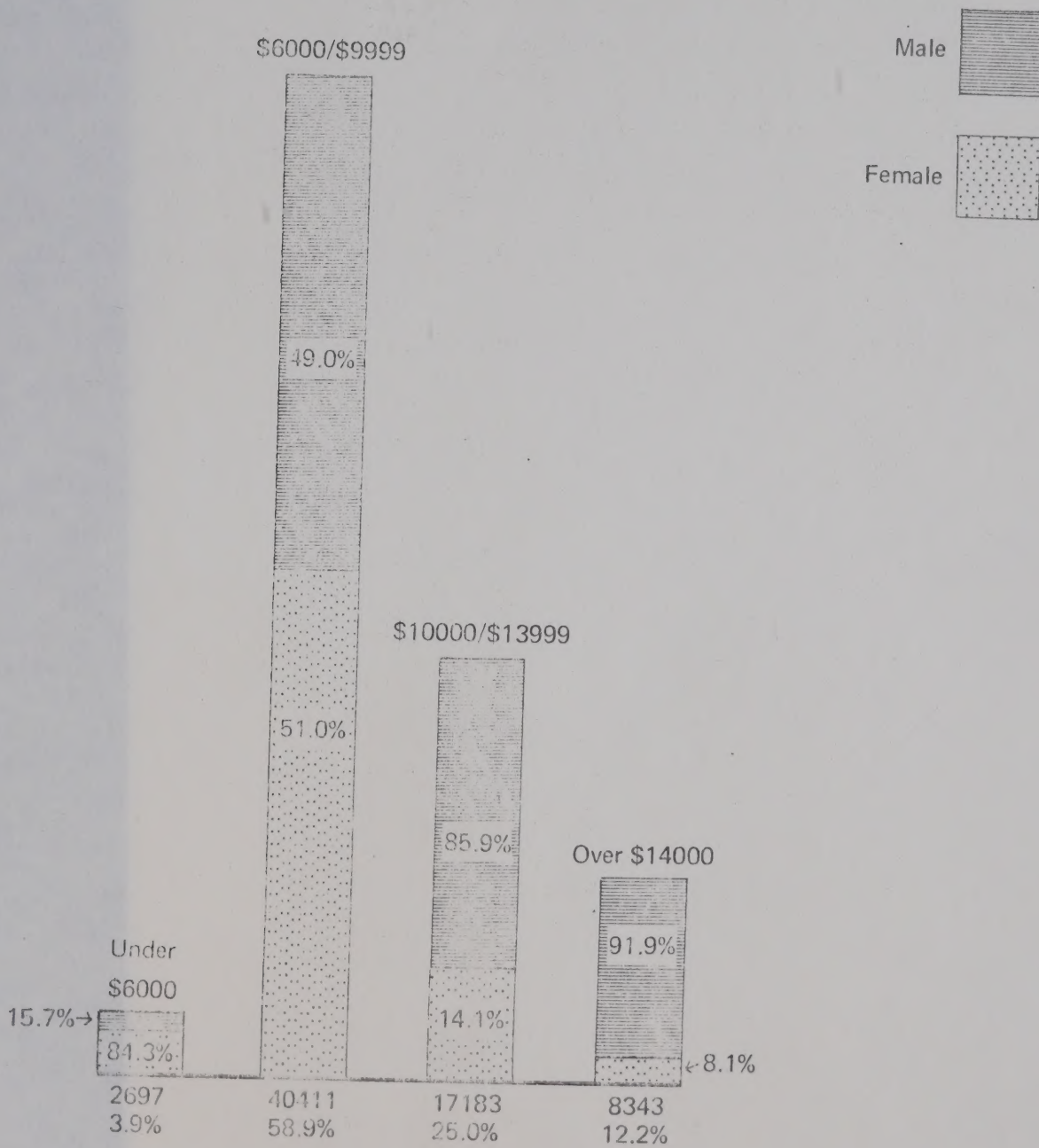
In addition to its leadership and educational elements, this position will of necessity have a monitoring and auditing function which will rest on information gathering and on the publication of findings. An annual report on the status of women in the OPS therefore will be prepared by the Coordinator of Women's Programs and tabled in the Legislature by the Chairman of the Management Board. The report will describe programs in progress in the ministries and present statistical data for each ministry; thus, it will clearly identify areas where progress is notable or lacking. A similar system of reporting will be instituted for all Crown Corporations, boards, commissions, and government agencies.

At the present time, the Government does not support the idea of setting quotas to increase the number of women in the middle and senior ranks of the public service. The objective of the Equal Opportunity Program is to open up full opportunities for women, equal to those available to men. A more equitable distribution of jobs between the sexes will be accomplished through special plans for recruitment and training, rather than by preferential hiring. Assessment of progress will be made through a monitoring system and through the annual report to the Legislature.

EXCERPT FROM ANNUAL REPORT OF THE ONTARIO
CIVIL SERVICE COMMISSION

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Distribution of Total Staff, Male and Female by Salary Groups



March 31, 1974

